



FOOD LAND GUIDELINES

A policy statement of the government of ontario on planning for agriculture



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I am pleased to provide these Food Land Guidelines to assist municipalities in planning for agriculture in Ontario.

These Guidelines were first released in February 1977 as a discussion paper for municipalities, individuals, and groups interested in the role of agriculture in the planning process. The comments received have led to a revision of the Guidelines, which are now being released as a statement of Government policy.

The Guidelines are designed to assist at all levels in planning for agriculture within the land use planning process in Ontario. They outline a methodology for accommodating agricultural land needs in the planning process, and their implementation will ensure an adequate land base for agricultural needs in the future.

Bill Newman

Minister of Agriculture and Food

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INTRODUCTION

- 1.1 In A Strategy for Ontario Farmland, released in April, 1976, the Government of Ontario declared its commitment to maintain a permanent, secure, and economically viable agricultural industry for Ontario, not only as a producer of food, but as an important component of our economic base, a source of employment, and the basis of the rural community and the rural way of life.
- 1.2 To accomplish this the Government announced measures to ensure that within any area the better land is kept for agricultural purposes, and programs to ensure the economic feasibility of using the best land for agricultural production.
- 1.3 A Strategy for Ontario Farmland proposed measures to ensure that a land base remains available for agricultural purposes, and the Government indicated that it would prepare guidelines to assist municipalities in planning for ongoing agriculture.
- 1.4 The Food Land Guidelines fulfil that function.
- 1.5 The Government undertook new economic programs which, along with many existing programs, help to ensure the economic feasibility of using the best land for agricultural production.

The Food Land Guidelines do not deal with these economic issues.

- 1.6 The Food Land Guidelines are a statement of Government policy. They are intended to assist local municipalities, counties, or regions in planning for agriculture in the preparation of official plans or amendments which may affect rural land. The Guidelines also relate to land use or zoning bylaws, and severance and subdivision policies. Except in circumstances where the Provincial Government decides that an important agricultural resource is involved, the Food Land Guidelines would not be applied to lands that have been designated for urban use in previously approved official plans or approved zoning bylaws which implement such plans.
- 1.7 The Food Land Guidelines provide a method to incorporate agricultural considerations into local plans. The Guidelines outline ways to identify agricultural resource lands, locate lands of highest priority to agriculture, designate areas of agriculture, and implement these measures in municipal plans. These Guidelines will be the basis for evaluating future planning documents for their consideration of agricultural concerns.
- 1.8 It should be noted that the Guidelines are intended only to assist in planning for agriculture, and are not intended to address all of the issues related to planning in rural areas. Other resources such as forestry, sand and gravel deposits, recreational areas, and environmental areas must also be considered.



The agricultural industry in Ontario is an important component of our economic base, a source of employment, and the basis of the rural way of life.



To ensure a healthy agricultural industry, we must provide a land area which will be available to agriculture on a long term basis, and within which there is a minimum of disruption to normal farm activity.

- 1.9 Ontario has a sophisticated system of land use planning. Initially it was oriented toward solving urban problems. Official plans considered the potential for urban growth, and the needs for residential, industrial, commercial, and recreational areas.
- 1.10 More recently, planning has taken into account rural land uses and resource considerations. However, overall guidance from the Province is necessary to ensure that an evaluation of agricultural concerns is carried out, and appropriate land use designations and policies are incorporated into official plans. The Food Land Guidelines outline the considerations necessary to incorporate agricultural concerns into land use planning.
- 1.11 The Government is concerned about retaining our options to meet future requirements for foodlands and food. The trends of the market place, of supply

- and demand, determine how much land is actually in agricultural production at any given time. Some land with the ability to grow crops is not in production because the demand for additional crops does not exist at present. Our land use policies and planning must ensure that as much as possible of land with the capability for agriculture is kept available for farming when it is needed. An increasing population will require production from lands with potential for agriculture. Wherever possible, we must ensure that these lands remain available for the future.
- 1.12 To help ensure a healthy and productive agricultural industry in the future, we must protect a land area which will be available on a long-term basis, and within which agricultural activity can occur with a minimum of disruption from competing or non-compatible land uses. This situation provides the long-term security that is essential to continued agricultural production.

IDENTIFYING AGRICULTURAL RESOURCE LANDS

- 2.1 The first step in preserving agricultural lands is to identify the better agricultural lands of the planning area. An inventory of the agricultural resource must be assembled as part of the larger review of the resource base found in any planning study.
- 2.2 Subsequent chapters will indicate how agricultural lands can be rated in order of priority, how rural lands can be allocated among activities which compete to make use of the land and, finally, how to develop official plan designations for agricultural lands and prepare policies in support of them.
- 2.3 In identifying agricultural resource lands, the concern must be with those with the potential for agriculture, not just with those already in production. Many areas which are lying idle, in rough pasture or scrub bush, have a food producing capability which is not being utilized.
- 2.4 The Government of Ontario considers land with agricultural potential to include the four categories outlined below. These lands should be inventoried and identified as part of the background information that is prepared as an official plan is developed.
- 2.5 Land with agricultural potential includes:
 - 1 Lands with a capability for the production of specialty crops.
 - 2. Class 1 to 4 soils as defined in the Canada Land Inventory of Soil Capability for Agriculture.
 - 3. Additional areas where farms exhibit characteristics of ongoing viable agriculture.
 - 4. Additional areas where local market conditions ensure agricultural viability where it might not exist otherwise.

Specialty crop areas

2.6 Specialty crop areas depend on special soils or climate or a combination of both. The development of such areas may also result from a combination of farmers skilled in the production of a special crop or crops, and capital investment for related facilities and services to produce a crop, or to store and process special crops. The Niagara fruit lands, the Holland Marsh, and the Georgian Bay apple area are examples of specialty crop areas related to special soils

and climate. Processing-crop production in the Whitby area or in Oxford County are examples of the combination of skilled farmers and the existence of related processing and storage facilities. Specialty crop areas are important and must be given a high priority for protection. They are limited in extent, and produce crops which would not otherwise be locally available. An inventory of agricultural resource lands must identify areas suited to specialty crops. These include, among others, the following:

Tender fruit (peaches, grapes, cherries, plums, etc.) areas
Apple- and pear-growing areas
Tobacco areas
Potato lands
Greenhouse areas
Vegetable areas

Processing-crop areas
Some organic soil areas

2.7 There are no maps that fully identify specialty crop areas, except for organic soil areas. County soils surveys will be of assistance, and local knowledge of agriculture obtained from farmers or farm organizations will be required to locate specialty crop areas. Organic soils have been identified separately from the mineral soils shown in the Canada Land Inventory,



Tree fruits are a valuable specialty crop which will thrive only in limited areas of the Province.



Class 1 soils have no significant limitations for common field crops such as corn, wheat or barley.



Class 2 and 3 soils have moderate limitations for common field crops.

and have their own organic classification system. While some of these soils have agricultural potential, many do not, but may be valuable natural areas.

2.8 All specialty crop areas must be identified to determine which policies are required to ensure their protection for agricultural use.

The Canada Land Inventory of Soil Capability for Agriculture

- 2.9 The Canada Land Inventory of Soil Capability for Agriculture¹ is a recognized and readily available system of classifying lands according to their inherent capability for agriculture.
- This system provides a classification of Ontario 2.10 soils. It groups the many diverse soils within the province into seven classes based on the capability to produce common field crops (corn, wheat, oats and barley). The soils within any class may have quite different physical and chemical properties, but be similar in their productive capability for common field crops, or in the risk of damage to the soil by cropping. Climatic factors that affect these crops are taken into account. Specialty crops, such as those mentioned earlier, or long-season crops, such as soybeans, are not covered by the classification. The classification system assumes good management practices using current farming methods.2

¹ The Canada Land Inventory also provides capability ratings for forestry, recreation, wildlife, and waterfowl. These may be useful for other facets of plan preparation.

²As well as indicating how the Canada Land Inventory mapping may be obtained, a more complete description of the inventory system is included in the Appendix. The Canada Land Inventory of Soil Capability for Agriculture is based on the Ontario Soil Survey which provides a soil report for each county in Ontario. These reports could be used as an alternative method to identify soils with agricultural capability.

- Class 1 soils are the most productive for agriculture, and Class 7 soils are of no significance for agricultural purposes. The specific breakdown is as follows:
 - Class 1 No significant limitations for the production of common field crops
 - Class 2 Moderate limitations for common field crops
 - Class 3 Moderately severe limitations for common field crops
 - Class 4 Suitable for perennial forage crops but marginal for common field crops
 - Class 5 Suitable for perennial forage crops
 - Class 6 Suitable for perennial forages as pasture
 - Class 7 No agricultural capability
- 2.12 In addition to rating mineral soils, the Canada Land Inventory also indicates limitations such as stoniness, wetness, slopes, and susceptibility to erosion. Some of these limitations may be removed through capital expenditure on such improvements as drainage and stone removal.
- 2.13 Class 1, 2, and 3 soils are capable of the sustained production of common field crops, even though some limitations may exist in Class 2 and 3 soils. Class 4, 5 and 6 soils may be best suited to perennial forage crops. Although such crops cannot be directly consumed by man, grazing animals can convert these crops to animal protein which can be consumed by man. Livestock production accounts for two thirds of Ontario's farm cash receipts, and soils that can assist in production of beef and dairy products should be considered for protection where they exist in conjunction with better soils.
- 2.14 For the purpose of identifying agricultural resource lands, Class 1, 2, 3 and 4 soils should be outlined. In many cases these soils will be associated in complexes of more than one soil type with certain restrictions upon productivity. Areas to be identified, therefore, are those in which Class 1, 2, 3 and 4 soils predominate. It may also be desirable to identify some Class 5 and 6 soils which occur in conjunction with higher class land, and which together with the better soils may provide for contiguous areas of farming.
- 2.15 The scale of Canada Land Inventory mapping used to identify soils should be appropriate to the scale of land use decision being considered. Mapping at a scale of 1:50,000 should be sufficiently accurate to provide a useful tool for planning at the township level. This scale has some limitations in terms



Class 5 and 6 soils may be suited for pasture.



Class 7 soils are unsuitable for agricultural use.



Agriculture in some Northern areas may be valuable because of the distance from primary sources of food supplies.

of the minimum size of parcel which can be evaluated from the map, and it is useful to view the lands in question when utilizing the map information. When evaluating the agricultural capability of specific small sites, such as for severances or small subdivisions, it is essential that the Canada Land Inventory map information be augmented by a site visit. For small areas, it is also feasible for a developer or the municipality to have a detailed evaluation of the agricultural capability of the soils on a site carried out by a qualified soil specialist.

Other areas of viable agriculture

- 2.16 Although the specialty crop areas and the Canada Land Inventory Soil Classes 1 to 4 will cover most lands that are of significance for agriculture, some areas that are in crop production because of other special circumstances may not have been identified.
- 2.17 These may include individual farms or farming areas, which, because of management skills or specialized

techniques used by the operators, are successful enterprises which might not otherwise exist because of marginal capability of the land. They may also include areas with a complex of soils which together create conditions for viable agriculture, where separately they might not. Where these areas are significant, they should be added to the inventory of agricultural resource areas.

Areas viable due to local market conditions

2.18 There may be additional areas where local market conditions ensure agricultural viability where it might not otherwise exist. This criterion would apply to areas adjacent to major urban markets, and to Northern Ontario, where distance from primary sources of supply, particularly for dairy products and fresh vegetables, provide local farms with an economic advantage. Because of the importance of local sources of agricultural produce to these communities, areas serving local markets should be identified and protected.

SORTING LAND NEEDS

- 3.1 The previous chapter indicates how the better agricultural lands in an area can be identified. Next, these lands should be rated in order of priority for agriculture, to determine which are most valuable, and which are less valuable for agriculture. Then, the overall land base of the municipality must be evaluated in terms of the competing land uses, to determine allocations to accommodate needs. This analysis provides the rationale for subsequent land use designations in the official plan.
- 3.2 The identification and rating of agricultural lands are used to ensure that the best lands are kept available for agricultural uses, and that, wherever possible, other land uses are accommodated on lands unsuitable or of lower priority for agriculture.

Priorities among farmlands

3.3 The four categories of agricultural land identified in Chapter Two are not equal in productivity, and must be rated. The purpose of sorting these lands according to priority relates to the following section on the Evaluation of Alternative Uses.

The rating will be used to ensure that the areas of highest priority for agriculture are protected and not given up for non-farming purposes. Similarly, the low priority areas will have been identified so if agricultural lands must be used for other purposes, these areas can be released first.



Areas suited to specialty crops must be given high priority for long-term agricultural use.

- 3.4 The actual cut-off for high priority lands will depend on the circumstances in an individual municipality.

 On a provincial basis, however, high priority agricultural lands include the following:
 - 1. All lands which have a high capability for the production of specialty crops due to special soils or climate.
 - 2. All lands where soils Classes 1, 2, 3 and 4 predominate as defined in the Canada Land Inventory of Soil Capability for Agriculture.
 - 3. Additional areas where farms exhibit characteristics of ongoing viable agriculture.
 - 4. Additional areas where local market conditions ensure agricultural viability where it might not exist otherwise.
- 3.5 If a municipality prepares a list of high priority agricultural lands which is less extensive than this provincial standard, the reduction must be explained and justified.
- 3.6 Specialty crop areas must be given a very high priority. Such areas are limited in extent, and the loss of part or all of them will affect the capability of the province to produce these crops. High-value specialty crops contribute significantly to the provincial economy, and the province does not wish to be dependent on other nations for these commodities.
- 3.7 Among Class 1, 2, 3 and 4 soils, the Class 1 soils are the most productive, the Class 2 soils slightly less productive, and so forth. Class 1 soils should therefore be given higher priority than Class 2 soils, Class 2 soils should receive a higher priority than Class 3 soils and so forth.
- 3.8 In some counties or townships where livestock grazing is an important part of the local agricultural industry, some soils may merit a higher priority than their classification number would suggest. They may constitute areas of ongoing viable agriculture because of their importance for grazing livestock.
- 3.9 Consideration must also be given to areas where the four categories overlap. For example, high capability soils that are also suited to specialty crops have a higher priority than those that are not.



Capital improvements such as the tile drainage of fields increases the value of land for agriculture.

A second stage may be needed in allocating lands for different purposes, as described in the following section under Evaluation of Alternative Uses. The second stage would provide for priority rating within a single class of agricultural land, and would be based on factors other than capability, such as existing areas of viable farming, special markets, continuous blocks of agricultural land, or concentrations of capital investment in facilities such as stone removal, drainage systems, irrigation systems, dyking, fertility improvements, etc. If

agricultural lands must be allocated to other uses, areas with such improvements should be given higher priority for protection than lands of the same capability which do not have such improvements.

3.11 Alternately, circumstances may exist that decrease the value of the agricultural resource compared to other lands of the same capability. For example, if an area has a wide range of existing uses such as rural residential development or small-scale commercial and industrial activities scattered among farms, this may create conflicts. An area may also be fragmented into parcels too small to be of value to agriculture. Areas with such features might be given lower priority for protection than other lands of the same capability without such characteristics.

Evaluation of alternative uses

3.12 The allocation of land for the many uses that must be accommodated is rarely simple within a municipality. A parcel of land may be suitable for several uses, or several uses may be competing to locate on it. The municipality must decide which use will be permitted. These trade-offs must be made for all land on which more than one use might be feasible.



Greenhouses represent a significant agricultural investment.

Needs must be analyzed to determine where industry, housing, forestry, agriculture, or environmental areas will be in competition for the same land. The resolution of these conflicting demands will vary according to the types of use to be accommodated, the amount and nature of the land available, and the future growth pressures expected. The following examples outline some of the situations that may arise:

- 1. Where potential for such resource uses as forestry or sand and gravel extraction overlap with areas having agricultural potential, it is necessary to determine which activity receives higher priority for any given area. In some instances, forestry or sand and gravel extraction must have priority. In other areas, agriculture will have priority. The conflict among these uses is not severe, however, because forest areas can revert to agriculture in the long term, and extractive areas can be rehabilitated for agriculture in many instances.
- 2. Highway commercial establishments, institutional buildings, and small rural industries have traditionally been permitted to locate at random in agricultural areas. Such activities take up good farmland, and may conflict with adjacent farm activities. They usually do not need to be located on good agricultural land to operate. Such activities should be directed to nearby urban areas or be permitted to locate only on lower priority agricultural lands or marginal resource lands.
- 3. Considerable demand for estate residential development has developed in many rural areas



In some instances, the use of agricultural land for other purposes can be justified.

in Ontario. Where such development can be accommodated on lands of low agricultural capability that are well removed from agricultural activities, the municipality may want to consider some of this type of development. Where the municipality consists of predominantly good agricultural land, estate development will need to be restricted in location and amount, or possibly prohibited. If permitted, estate development must be in a separate designation from agriculture.



Different uses, such as agriculture and housing, may be competing for the same lands.



Estate residential development must not be permitted on high capability agricultural land.

- 3.13 Where high capability agricultural lands have been identified, the use of these lands for productive agricultural purposes must be given priority in evaluating alternative uses. If the land is to be used for another purpose, the requirement must be justified. The need for the alternate use within the municipality or planning area must be documented, as must the reasons why lower capability or marginal land cannot be used.
- 3.14 Documentation of need for the land use must cover each of four basic issues: the necessity for the land use, the amount of land needed, the reasons for the choice of location, and the consideration given to alternate locations on lower capability agricultural land. The details will vary depending on the proposed use (residential, industrial, commercial, institutional, etc.) but will include the relevant criteria in the following list:
 - 1. Necessity for the land use would be based on the following considerations:
 - projected population for the planning area
 - projection from past rates of industrial or commercial land consumption
 - demand for industrial or commercial space within the community or planning area
 - amount of growth allocated by broader studies such as county, regional or provincial studies
 - analysis of jobs required within the planning area to provide a suitable population-to-job ratio.

- 2. Land area needed would be based on the following considerations:
 - amount of existing vacant developable land already designated or proposed for this purpose
 - potential for infilling existing areas
 - land acreage required, calculated on the basis of population increase to be accommodated at reasonable density for the community under consideration
 - projection from previous rates of land consumption, where such a projection is justified new information which may demonstrate the need for a land consumption rate higher than past trends
 - possible need for over-designation to allow for competition in the marketplace
 - efficiency of servicing.
- 3. Reasons for the choice of location based on the following considerations:
 - site which comprises the lowest capability farmland of the potential sites
 no poor agricultural land which could be used
 - infilling between existing nonagricultural development
 - logical extension of an existing community
 - prior servicing commitments
 - special use that requires special locational requirements.



Land use activities such as highway commercial development should be directed to urban areas or permitted only on low capability agricultural lands.

- 4. Consideration given to alternate locations of lower capability agricultural lands. The documentation should indicate whether alternative locations on poorer agricultural lands are available, and, if they exist, the reasons why these locations were considered unsuitable.
- 3.15 Documentation of this type should be included with official plans or amendments, and with individual developments proposed for good agricultural land which is not already committed for nonagricultural use. The information is then available for the municipality, adjacent landowners, interested rate-payers, government agencies and if necessary, the Ontario Municipal Board to evaluate the proposal.

DESIGNATION OF LANDS AND POLICY

- 4.1 The previous chapters describe how to identify and inventory agricultural resource lands, and how to allocate the land available within a municipality among the activities which compete to make use of it. The next step is to develop land use designations and supporting policies in the official plan. This chapter describes how this may be carried out. The three general areas discussed in this chapter are:
 - 4A AGRICULTURAL DESIGNATIONS AND ASSOCIATED POLICIES
 - 4B OTHER RURAL DESIGNATIONS
 - 4C URBAN DESIGNATIONS

4A AGRICULTURAL DESIGNATIONS AND ASSOCIATED POLICIES

- 4A.1 Agricultural lands must be clearly identified and shown in the official plan and on the land use map. The policies applied to these areas must protect them adequately for present and future agricultural use. Circumstances of land capability and demands upon that land may be such that more than one type of agricultural designation will be necessary. The highest priority agricultural lands must be placed in an agricultural designation. In determining this designation, the objective is to create areas of predominantly high priority agricultural lands which are as large as is practical and are uninterrupted by nonagricultural designations.¹
- 4A.2 A second agricultural designation may also be desirable. This would provide separate policies for lower priority agricultural lands, with a less restrictive designation than for high priority lands. This may be helpful in areas with soils with a wide range of agricultural capabilities, or in areas with a strong intermix of existing uses.
- 4A.3 The following discussion on agricultural policies, *The Agricultural Code of Practice*, compatible uses, and severances applies to the designation of high priority agricultural lands. A discussion of suitable policies for lands of lower priority is included at the end of this section.



The highest priority agricultural lands must be placed in an agricultural designation.

¹The reasons for which large uninterrupted areas are necessary for agriculture is explained in Countryside Planning, A Pilot Study of Huron County, prepared for Huron County and the Province of Ontario by James F. Maclaren Limited, Environmental Consultants, Toronto/London, Ontario. Published by Ministry of Housing, Government of Ontario.

Grain drying facilities are directly related to the needs of agriculture and may be suitable in agricultural designations.

Agricultural Policies

- 4A.4 Within the designation for high priority agricultural lands, the following policies would be applied:
 - 1. The lands are to be available for agricultural use on a long-term basis, and the policies should state clearly that this is a major objective of the designation.
 - 2. The types of activity or land use permitted should only include agriculture, land uses compatible with agriculture, and activities directly related to agriculture and necessary in close proximity to farm operations. Compatible uses are discussed under a separate heading later in this chapter.
 - 3. Reference to the minimum distance separation formula of *The Agricultural Code of Practice* should be incorporated into the official plan. This is covered in more detail in subsection 4A.9
 - 4. Policies regarding utilities and communications facilities should ensure that their impact on agriculture is minimized. The municipality may not have the legal authority through the official plan to control the location or construction of such facilities. However, policies in the official plan will serve as a guide to the agency considering development of such facilities. This is particularly desirable in county or regional plans, and could cover new highways, power lines, oil or gas pipelines, water and sewer lines, solid waste disposal sites, sewage lagoons, dams, reservoirs, etc. Policies could consider locational criteria for such facilities, and for linear facilities, such as oil and gas pipelines. They could also deal with construction practices.
 - 5. Policies should be outlined for severances within the area designated agricultural. This important consideration is discussed later in this chapter under "Severances".
 - 6. Urban development such as expansion of towns or estate and rural residential growth *must* be placed in a separate designation from agriculture.

Compatible Uses

4A.5 A compatible use in an agricultural designation includes land uses in support of agriculture, as well as uses which, while not related to agriculture, can continue adjacent to agriculture without conflict and permit the land to be used for food production in the future.

4A.6 Activities directly related to agriculture and necessary in proximity to farm operations may include such facilities as livestock assembly points, grain drying, animal husbandry services, storage for fresh produce, custom machinery operators, and sprayers.

They do not include other services where proximity to farm operations is not critical. These should be located in a nearby hamlet or town, or on lands of limited resource capability.

- 4A.7 A nonrelated compatible use leaves the land in large parcels suitable for commercial farming, does not require buildings or other construction on the lands, and does not alter the soil or topography adversely. It includes such activities as forestry, open space, conservation areas, outdoor parks, environmental areas, and existing woodlots.
- 4A.8 Forestry should be encouraged because of the benefits to be derived from forests and trees. Farm woodlots and windbreaks have a moderating affect on both summer and winter temperatures, and reduce and control soil erosion by wind and rain. Some forest cover should be maintained in all agricultural areas, through the preservation of existing woodlots and the planting of windbreaks.

Agricultural Code of Practice

4A.9 The Agricultural Code of Practice is a set of guidelines which applies to management of livestock operations and to the rational use of land in relation to the livestock industry.

It contains guidelines on the storage and spreading of animal manure to minimize pollution of air, groundwater or surface streams. The Code provides a method using the minimum distance separation (MDS) formula to calculate an appropriate distance between an existing or proposed livestock building and another use on an adjacent lot to reduce the likelihood of nuisance complaints. The actual separation distance will vary depending on the size and type of livestock operation and the type of manure storage system. The advantage of the MDS formula is that it applies not only to a new or expanding livestock operation locating near an existing use, but also to other new uses being proposed in the vicinity of an existing or proposed livestock operation. The formula ensures that the livestock operation has a reasonable opportunity for continued expansion.

4A.10 In any new or amended official plan, reference must be made to the formula. The relevant policies in the official plan should indicate that the formula will be applied reciprocally, both for new livestock operations and new residences.

Severances

4A.11 In May of 1975, a statement on severance activities was made in the Legislature by the Minister of Housing. A significant aspect of that statement was that the Government intended to give greater protection to resource lands, particularly agricultural lands, from the effects of severances for rural residential development.² The statement stressed that



Non-farm development must not be permitted to locate in close proximity to livestock operations because of conflicts that can arise between the two activities.

official plans should contain criteria for granting severances. These criteria are intended to encourage rural-residential development to locate on other than prime resource lands, preferably in existing urban areas (town, villages, hamlets) where urban services are readily available. The statement indicated that the only permissible severances in agricultural areas are those related to agricultural needs.

- 4A.12 The following is an amplification of this statement with respect to agricultural designations. It is recognized that farm-related severances may be expected within agricultural designations. Nonfarm severances are discouraged in the most restrictive agricultural designation but may be located in areas of limited agricultural capability.
- 4A.13 Such policies must be incorporated into official plans, but the municipality may want to consider policies to encourage some rural residential development on lands with low agricultural capability which are specifically designated for rural residential purposes.

Farm Parcel Size

- 4A.14 Within agricultural designations, consideration must be given to maintaining parcel sizes that will be useful for agricultural purposes in the long run. Several criteria must be considered.
- 4A.15 The first criterion is the agricultural capability of soils on the land in question. If there is high capability for agriculture, any severance proposals should be agriculturally related and should not reduce the future usefulness of the parcel in question for agricultural purposes.
- 4A.16 A second criterion is flexibility. Because of the variability in production of agricultural commodities, farmers must have flexibility to meet changing economic conditions and remain competitive. This flexibility may include changes in the type of commodity produced, expansion or diversification of the farm operation, or intensification. Farm parcel sizes must stay sufficiently large to permit making changes which may have different land requirements to be economically sound.
- 4A.17 Another criterion is the suitability of the type of agriculture to an area, and the farm parcel size



Farm parcel size must stay sufficiently large in order to ensure flexibility to expand, diversify, intensify or change commodity to meet changing economic conditions.

related to the type of agriculture proposed. While some kinds of specialized farming such as fruit or vegetable production can be viable on a much smaller parcel size than livestock or traditional field crop operations, these smaller farms are generally concentrated in areas where necessary related facilities such as cold storage or processing are available, or in areas very close to markets. It is generally inappropriate to create smaller land parcels for such activities in farming areas that are not geared to such activities. The related facilities may not be available and, should the venture not succeed, the parcel created for the purpose does not have the flexibility to revert to some other form for future agricultural purposes.

- 4A.18 A final criterion is viability. Any new farm parcels created, as well as the parcel being retained, should be viable agricultural units. Many land parcels currently in existence may not be viable units under present conditions, but can still be of value for agricultural purposes. They may be rented to neighboring farmers, or sold to adjacent or nearby farmers, thus increasing the available land base in the area. Such parcels of high capability agricultural land should not be further fragmented.
- 4A.19 In summary, parcel size in agricultural areas must consider land capability, flexibility, and suitability, as well as the shorter term viability, to ensure that the land base remains useful into the future.

²A publication, Land Severance, was also released by the Ministry of Housing.

Farm-related Severances

- 4A.20 Farm-related severances in areas designated agricultural may be considered under the following circumstances:
 - 1. If the parcel to be severed and the parcel to be retained are both for agricultural use and are of an appropriate size for the agricultural activity in the area this will require consideration of capability, flexibility, suitability, and viability, as explained in detail in the preceding section entitled "Farm Parcel Size".
 - 2. If the severance is required for technical or legal reasons these reasons include boundary adjustments where one landowner is deeding part of his property to the adjacent landowner, easements or rights-of-way, or other purpose that does not create a separate lot.
 - 3. If farm consolidation has rendered a farm house surplus, and a severance is requested to dispose of the second house in this instance, the size of the lot should be kept to a minimum. If the farm buildings formerly associated with this second house are close to the house, as determined by the MDS formula, the farmer should be encouraged to rent the house rather than create a potential future problem for himself by risking a nonfarm resident adjacent to his livestock barn.
 - 4. If a farmer who has been farming a substantial number of years and who is retiring from active working life needs to sever one lot on which to build a house in which he intends to retire because the lot may subsequently be taken over by others and create problems for adjacent farm operations, the farmer should be encouraged to consider retirement in a nearby village or town. Alternately, if a farmer wishes to retire to a relocatable house on his farm, he should be permitted to do so.

- 5. If a residential lot is required to provide accommodation for full-time farm help this may be for hired help or family members (son or daughter) whose working activity is primarily devoted to the farm operation and where the nature of the farm operation requires this help to be accommodated close to the farm. This accommodation should be provided as part of the farm unit rather than on a separate lot. The accommodation could be a conventional dwelling or a mobile home.
- 4A.21 In both 4 and 5 above, the lot created should be kept small. It should be no larger than is necessary to support a well and private sewage disposal system as determined by the Medical Officer of Health. The lots should also meet the Minimum Distance Separation criteria of *The Code of Practice* with respect to the farm operation from which they are being severed, as well as any adjacent livestock operations.

Nonfarm Severances

4A.22 The familiar nonfarm residence on a half- or oneacre lot, or the estate-type residence on a 2-, 5-, 10- or 25-acre lot, is wasteful of resources, since the lot size is usually too small for commercial agriculture. More important, the proliferation of such housing creates conflicts with farming since the expectations of rural life of these urban-oriented residents differ from those of the farm community. The owners of these lots often complain about noise, manure odors, and dust from cultivation which may drift onto their property. They may not respect the privacy of adjacent farmland. They may trespass on foot or by snowmobile, damage crops and fences, and frighten livestock. Increased numbers of vehicles on rural roads make it more difficult to move farm machinery.



Rural residential development must not be located on agricultural lands.

- 4A.23 Rural-residential dwellers also make demands on municipal services, such as better road upkeep, dust control on roads, early and more frequent snow-plowing, and regular garbage pickup. Better parks and recreational facilities or better fire and police protection may be required. While all such services are desirable, they are generally more expensive to provide to scattered rural dwellings than to residents clustered in villages or towns. Scattered development also sharply increases provincial costs, because many of the services demanded by rural nonfarm residents receive provincial subsidy.
- 4A.24 In spite of the problems associated with scattered development, there has been a strong demand for such lots. The trend is alarming because of the cumulative impact it has had on farmland, and because it erodes the traditional role of villages and hamlets. Policies should direct such development away from agricultural land.
- 4A.25 To protect agricultural land from this pressure, other areas may have to be provided into which this demand can be guided. First and foremost, residential development of this type should be encouraged in villages and hamlets. The traditional role of these communities as residential and local service areas has been reduced in many parts of the province, and such encouragement may help to re-establish their role. Since all such development is not appropriate for hamlets, provision may have to be made for estate or rural-residential development in areas which



Rural non-farm residents may demand early and more frequent snow-plowing.



Rural non-farm residents increase the difficulty of moving farm machinery in agricultural areas, because of increased road traffic.

are not suitable for designation as agricultural. Where estate residential development is permitted, it should be on limited areas of low-potential resource land and in a separate designation. Severance applications which may create rural-residential lots must not be allowed within a high-priority agricultural designation. Similarly, institutional, commercial, and industrial uses should be encouraged in existing communities, unless they meet the criteria for compatible uses in agricultural areas, or other policies outlined in these Guidelines. However, severances for such uses should, in the main, be discouraged in agricultural areas.

Agricultural Lands of Lower Priority

4A.26 Agricultural lands of lower priority within the inventory are also to be included within an agricultural designation. This designation may not be as restrictive as the one applicable to the agricultural lands of highest priority. Many of the policy considerations outlined above will apply to this second agricultural designation. Availability of the land for agriculture on a long-term basis, definition of permitted uses, reference to The Code of Practice, policies on utility and communications facilities, and severance policies are equally important for this designation. This area may differ from the high priority agricultural designation in the wider range of existing uses found within the area, or in the broader definition of compatible uses to include limited amounts of such uses as might normally be allowed in a highway and rural commercial zone.



Areas with low agricultural potential but potential for other resource uses should be appropriately designated.

4A.27 Many of the agribusiness uses not suitable in the designation for high priority agricultural lands may be appropriate here: processing facilities for cheese and butter, livestock and poultry processing, fruit and vegetable canning and freezing, milk processing and collection points, feed mills, grain and seed storage, drying and cleaning, stockyards and sales barns, implement and machinery dealers. General farm services may also be suitable, such as farm produce trucking, well drilling, welding and repairs, fuel and lubricant storage and sales, special building sales outlets for silos and steel barns, and construction and excavation contractors.



Many agri-business uses may be suitable in the designation for agricultural lands of lesser priority.

4B OTHER RURAL DESIGNATIONS

Nonagricultural designations in rural areas

Other land not included in the agricultural designations will be placed in other rural designations. Some of this land will have other potential uses, such as for sand and gravel extraction, forestry, recreation, or environmental protection, and will be appropriately designated. There will also be marginal lands of varying extent with a limited capability for resource use, throughout the province. Where marginal lands exist in abundance, municipalities may wish to place them in a separate designation, and consider permitting some development. The agribusiness uses outlined for agricultural lands of lower priority would be appropriate here. Some rural residential development may also be considered. Where such lands are limited in extent, the amount of nonagricultural development or nonresource development within rural areas will have to be curtailed. It is not the intent of these guidelines to indicate policies for other resource lands or for marginal lands, other than to indicate that the use of these lands must be considered in an official plan.

The Agricultural-Urban Boundary

- 4B.2 The boundary between urban and rural areas is the scene of growing conflict and problems for a stable, healthy agricultural industry. Land speculation, fragmentation of land parcels, conflicting land uses, competition for land, and the uncertain agricultural future within these areas are leading to a lessening of agricultural productivity and potential, in an everwidening band surrounding urban centers. Generally speaking, the larger the urban center, the wider is this area of uncertainty or conflict.
- 4B.3 An area separating agriculture from other uses will develop especially between agriculture and the urban residential areas. This should be provided for in the official plan, either by special policies in the agricultural designations that abut urban designations, or by creating a separate buffer designation. The objective of either approach should be to minimize the extent of this conflict area, and to reduce future conflict.
- 4B.4 In most municipalities, this buffer will consist of good agricultural land, because most Ontario communities grew up in the midst of farming areas. However, the buffer will be land that is not needed for urban development, because this will have been accommodated in the urban designations. Accordingly, the function of the buffer must be such that agricultural production from these lands can continue with minimal disruption.

- 4B.5 The following criteria and functions apply to this designation:
 - 1. Continued crop production must be a primary consideration where the buffer designation is composed of high capability agricultural lands.
 - 2. Any uses permitted within the buffer area during the planning period must be compatible with agricultural activities within the buffer and adjacent farming activities outside the buffer area (i.e. residential development within the buffer is prohibited).
 - 3. Uses permitted within the buffer area must not conflict with residential development within the urban area.
 - 4. The depth of the buffer may vary, depending upon conditions which exist to reduce potential conflict (i.e. natural or artificial barriers). In any circumstance, the depth should be kept to a minimum, and generally will not exceed the maximum separation distance that might be generated by *The Code of Practice*.
- 4B.6 Delineating the boundary between agriculture and urban residential uses should take into account existing commercial strips or industrial areas, roadways or utility corridors, or natural features such as a stream, tree-covered valley or ridge, as an easily identifiable boundary. The established buffer areas should be identified and their suitability for continuation considered. In extending an urban boundary, features of this nature should be sought to define the urban areas for the life of the plan.

4C URBAN DESIGNATIONS

4C.1 Historically, most communities in southern Ontario were founded on good agricultural lands, and their expansion is usually at the expense of the agricultural resource base. The following considerations relate to the form and extent of this urban growth, recognizing that all further urban expansion in Ontario should not and cannot stop.

Hamlets

4C.2 In many official plans in the past few years, these small communities have received little attention. In many cases, they have been simply identified as a spot on a map in which a limited amount of residential, commercial, and industrial development may take place, subject to private servicing systems.

- However, the small centers have had an historical relationship with the surrounding farm community, providing basic services and a place for retirement.
- 4C.3 Land use plans should pay more attention to these places to ensure a compatible location for activities. In many cases, the growth of these small centers should be limited, to ensure that they do not conflict with and destroy the surrounding farm activity, and that the rural character or social fabric of the community is not radically altered. Growth should take place as a logical extension of existing development, grouped rather than scattered, and designed as an asset to the rural countryside.
- 4C.4 The following standards should be considered in relation to hamlets:
 - 1. Hamlets should primarily be defined as small centers servicing the rural community, within which substantial growth (in relation to the size of the hamlet) will not be encouraged. Some hamlets may be encouraged to grow if they are not located in areas of good agricultural land.
 - 2. Where the agricultural capability of lands surrounding a hamlet varies, growth is to be encouraged onto poorer areas.
 - 3. Hamlet growth is to be discouraged onto viable operating farms or in the direction of livestock operations near the community.

Villages, Towns and Cities

- 4C.5 Despite the concern with adequate protection for agricultural lands, it is recognized that all other growth and development cannot and should not stop. Historically, many of our urban centers have developed in areas of high agricultural capability or production, and continued growth is necessary. However, measures can be taken to minimize the impact of this growth on the agricultural areas, or to divert it in a direction where agricultural capability may be lower.
 - 1. Villages could be differentiated to determine which will be encouraged to expand and which may be limited in future growth. One possibility is to limit growth of villages on good agricultural lands, and encourage expansion of those on poorer land.
 - 2. For those villages in which growth is to be encouraged, a secondary land use schedule or an enlarged schedule is advisable as part of the official plan. This would provide specific designations for residential, industrial, and commercial growth.



The growth of many urban centers has no alternative but to expand at the expense of the agricultural land base.



The use of natural boundaries between urban and rural areas will reduce possible conflicts.



Man made features may also provide a suitable boundary.

- 3. Where agricultural capability of lands surrounding a center varies, growth is to be encouraged onto poorer lands.
- 4. Subject to Section 1.5, while consideration must be given to the logical extension of existing communities, the underlying principle is that the better food lands be retained. Where the better lands are not retained for agricultural use, the need of this land for other purposes must be justified, and documented as outlined in Chapter 3.
- 5. Where urban growth trends indicate the continued absorption of prime food lands, possibilities for increasing densities or redirecting part of the growth to communities situated on lower capability food lands should be studied.
- 6. Development of existing vacant lands within urban areas must be encouraged before expansion outward onto good agricultural land.

Development Phasing and Boundary Shape

- 4C.6 Within the urban designation, the boundary designation should be refined to show definite staging in 5-to 10-year intervals or time contours which will indicate the direction and extent of further growth, the rate at which it will occur, and the time limits within which agriculture can occupy the area as an interim use. This is an important way of indicating the direction of urban growth for a considerable time into the future, to reduce uncertainty and speculation in areas where growth will not be permitted.
- 4C.7 The shape of the urban boundary also affects the length of the rural-urban boundary. The length of this boundary should be kept to a minimum. Long strips or intrusions of urban development into agricultural areas should be avoided. Similarly, strip development along a road underlain by services to nearby hamlets should not be permitted where the area is not part of a compact unit.

IMPLEMENTATION OF AGRICULTURAL GUIDELINES

- 5.1 The preceding chapters
 - identify the agricultural resource lands within an area
 - determine which lands are of highest priority for agriculture, and which lands are of lower priority
 - analyze the competing demands for resource lands
 - allocate the available lands among these competing demands
 - designate areas for long-term agricultural use
 - prepare appropriate land use policies to apply to areas designated for agriculture.
- 5.2 These steps furnish a sequence for the consideration of agricultural priorities in land use planning. The application of these steps to local conditions will provide policy direction for incorporation of acceptable agricultural designations into local official plans.
- 5.3 The primary responsibility for land use planning is assigned to local government by The Planning Act.

- The local municipality is responsible for the preparation of an official plan, and appropriate zoning bylaws to implement it. Official plans also require approval of the Minister of Housing, and in the course of obtaining this approval, the plan is reviewed by other ministries to ensure that it is consistent with provincial policies or objectives. The Ministry of Agriculture and Food is one of the review agencies, and will ensure that local plans conform with the Food Land Guidelines.
- 5.4 The use of the Guidelines to designate agricultural areas also provides a means of allocating financial resources to minimize waste and duplication. In the future, financing for rural development, such as land drainage, will be easier to obtain for areas where there are agricultural designations that

¹ In some instances, regions will take over the approval of local plans. The review process will, however, be similar.



The Food Land Guidelines will be implemented over the next few years as new official plans are introduced and old plans are updated.

guarantee the land will be available for agriculture over time. The priority in development of highways and water and sewage services for urban land uses will also depend on the presence of comprehensive designations that take into account not only the urban requirements, but also the agricultural and rural needs.

- 5.5 The Food Land Guidelines will be implemented over the next few years as new official plans are introduced, and old plans are updated. Where a change to an official plan establishes a new area for development, it is expected that the procedures in the Guidelines will be followed. Municipalities with official plans not in conformity with the Guidelines are encouraged to review and update their plans. Over the next three to five years, with plans now under review, and the regular amend-
- ment of plans, it is expected that official plans will be brought into conformity with the Guidelines. Progress will be reviewed by the Ministry of Agriculture and Food to determine that these Guidelines are being effectively incorporated into municipal planning in Ontario.
- There are several sources of information to assist municipalities in following the procedures for the identification, evaluation, and designation of the agricultural resource. The Guidelines and other government publications outline official policy on planning for agriculture and other land uses. The agricultural office situated in each county or district is a source of information on agricultural capability, practices, and viability. Branches of the various farm organizations can be consulted for information on local conditions.

APPENDIX

PARTI

THE CANADA LAND INVENTORY SOIL CAPABILITY CLASSIFICATION FOR AGRICULTURE

The soil capability classification for agriculture is an interpretive classification. This classification groups mineral soils which have similar limitations or similar productivities into seven classes. Classes 1, 2, and 3 are considered to be suitable for sustained production of common field crops. Class 4 is marginal for sustained production of common field crops. Class 5 is capable for use only for permanent pasture and hay, whereas Class 6 can be used only for wild pasture. Class 7 has no capability for agriculture. Classes 1 to 4 can be used for pasture and hay as well as for common field crops.

As in any classification system, a number of assumptions are made. In order to utilize the classification system properly, the assumptions must be understood.

Assumptions

- 1. The system applies only to common field crops such as corn, oats, wheat and barley. Specialty crops such as fruit and vegetables, soybeans, white beans, and tobacco are not covered by this classification.
- 2. The classification covers mineral soils only. Organic soils are not included.
- 3. The system takes into account the combination of climate and soil characteristics on:
 - a) the productivity of common field crops
 - b) the limitations to use for agriculture
 - c) the risks of soil damage.
- 4. The classification system is based upon the data published in the soil survey maps and reports. Soils are placed in capability classes by the use of research data on productivity and other characteristics, recorded observations, and experience. Information on specific soils is included in soil survey reports and other sources.
- 5. A soil can be Class 1 only if there are no significant limitations.
- 6. Where climate is the only limiting factor, a Class 1 soil must be in an area that receives 2,300 corn heat units or more, while a Class 2 soil must be in an area that receives 1,900 to 2,300 corn heat units throughout the growing season. Corn heat units are a measure of accumulated heat over the growing season.

- 7. Good soil management practices that are feasible and practical under a largely mechanized system of agriculture are assumed.
- 8. The soils within any one class do not necessarily have the same limitation to use or risk of damage to the soil if cropped (e.g. low soil fertility, topography, imperfectly drained). However, the limitations to use or risk of soil damage are similar with respect to degree or extent. Each class includes many different types of soil which may require different management practices. The subclass provides information on the type of limitation and the class indicates the intensity of limitation. For example, a soil classified as 2P would have moderate limitations that restrict the range of crops or require moderate conservation practices. The subclass P indicates stoniness. Stones interfere with tillage, planting, and harvesting.
- 9. Soils considered feasible for improvement by draining, irrigation, removal of stones, alteration of soil structure, or protection from overflow of water are classified according to their continuing limitation or hazards to use *after* the improvements are made.

Feasible improvements are those which are economically possible for the individual farmer to undertake. An action feasible by an individual farmer would therefore not change the classification of the soil but the productivity or ease of use may be changed.

10. The classification of the soils in an area may be upgraded when major reclamation works are installed that permanently change the limitations or reduce the hazards of use.

Generally, a major reclamation project is one which requires cooperative action among farmers or between farmers and governments. Minor dams, small dikes, or field conservation measures are not included.

- 11. Distance to markets, accessibility to transport, location, size of farm, types of ownership, cultural patterns, skill or resources of individual operators, or hazards of crop damage by storms are not considered in the classification.
- 12. Capability groupings are subject to change as new information about the behavior and responses of the soils become available.
- 13. If the same level of management is applied to two soils that are classified differently, the soil with the higher classification will be greater in productivity.

Utilization of the Classification

The soil capability maps provide a method of comparing different mineral soils on the basis of their potential productivity of common field crops.

The system does not, however, apply to specialty crops such as fruit, vegetables or tobacco. For example, a productive tobacco soil may be classified as a Class 4. Similarly, crops such as soybeans, that require a long warm growing season, are not covered.

The capability classification does not provide any information on present use or present productivity. An improvement, economically feasible by the individual farmer, does not change the classification of the soil.

Productivity

If the same level of management is applied to different classes of soils, they will differ in productivity. Relative productivities of different classes are presented in Table III.

Common field crops include corn, oats, wheat and barley. Forage crops include the perennial forages such as alfalfa, grasses and bird's-foot trefoil. Classes 1 to 3 are relatively high in common field crop and forage production. Class 4 is marginal for common field crops, but Classes 4, 5, and 6 do have application for the production of perennial forages for hay or pasture.

Table I: Productivity Indices¹

Class	Common Field Crop Yields	Anderson's Forage Yields		
1	1.00			
2	.80	.80		
3	.64	.66		
4	.49	.58		
5	No value	.53		
6	No value	.44		
7	No value	alue No value		

¹ From ARDA Report #4, The Assessment of Soil Productivity for Agriculture.

PART II

SCALE

Map data used in the planning process must be at a scale appropriate for the area of land and level of detail under consideration. For example, at a scale of 1:250,000, parcels of less than 250 hectares (620 acres) cannot be identified

on the map. Furthermore, at this scale the line on the map is equivalent to a distance of 250 metres (812 feet) in the field. Table I and II show, respectively, scale relationships and the uses of various scales of mapping.

Table I: Scale Relations

Map Scale	Field Distance Represented by Map Lines		Minimum Area Identifiable on Map (40 mm² on map)	
	Metres	Feet	Hectares	Acres
:1,000,000	1,000	3,250	4,000	9,900
:500,000	500	1,625	1,000	2,500
:250,000	250	812	250	620
:125,000	125	400	62.5	150
:50,000	50	160	10	25
:25,000	25	80	2.5	6
:10,000	10	32	0.4	1
:5,000	5	16	0.1	0.2
:5,000	5	16	0.1	

Table II: Scales and Purposes of Soil Survey

Map Scale		Potential Uses
1:10,000		to aid in solving specific management problems
	_	to locate precisely hydro towers, houses, septic tanks, etc.
1:10,000 to 1:25,000	_	to conduct feasibility studies for local level planning to guide project planning
1:25,000 to 1:100,000	_	for semi-detailed resource inventory for regional planning to locate areas for development e.g. land settlement
1:100,000	_	national or provincial resource inventory or planning

Scale and boundaries on maps can be adjusted by mechanical or photographic means, but both the accuracy of the data and its legibility may be affected. Reduction in scale (e.g. 1:10,000 to 1:50,000) results in the loss of detail. However, such a reduction may be useful in obtaining a broad overview of an area where the fine level of detail is considered inappropriate.

Enlargement of scale (e.g. 1:50,000 to 1:10,000) magnifies the errors present on the original map. It must be borne in mind that the detail on the map is still at the same level as on the original map.

PART III

INFORMATION AVAILABILITY

1. Soil survey maps and reports are in print for some areas of Ontario. Order from:

Information Branch Ontario Ministry of Agriculture and Food Legislative Buildings Toronto, Ontario M7A 1A5

- 2. Canada Land Inventory Soil Capability for Agriculture maps are available at two scales:
 - a) 1:250,000 colored maps at \$1.00 per copy Order from:

Publishing Centre Department of Supply and Services 270 Albert Street Ottawa, Ontario

Reference Purposes: Public Libraries

b) 1:50,000 black and white maps at \$.50 per copy. Order from:

Graphic Arts Service
Information Branch
Ontario Ministry of Agriculture and Food
Johnston Hall, Room 28
University of Guelph
Guelph, Ontario
N1G 2W1

All orders should specify the municipalities for which coverage is required.

3. Additional Soils publications

Origin, Classification and Use of Ontario Soils (\$.50) Planning for Agriculture in Southern Ontario, 1972 (\$3.00)

Acreages of Soil Capability Classes for Agriculture in Ontario

Order from:

Information Branch
Ontario Ministry of Agriculture and Food
Legislative Buildings
Toronto, Ontario
M7A 1A5

4. For interpretation or further explanation of the intent of the Guidelines, staff of the following Ministries may be contacted:

Ontario Ministry of Agriculture and Food Food Land Development Branch Local agricultural offices in every county and district

Ontario Ministry of Housing Community Planning Advisory Branch Official Plans Branch







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